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Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Thematic cluster III: United Nations Support Mission in Libya

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on proposed resource requirements for 2014 for the United Nations Support Mission in Libya (UNSMIL) (A/68/327/Add.12) additional to those included in the report of the Secretary-General on estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council (A/68/327/Add.3). The additional requirements relate to the strengthening and restructuring of the Security Section of UNSMIL to increase its ability to provide security for the Mission and its staff. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification, concluding with written responses received on 22 May 2014.

2. In paragraph 6 of his report (A/68/327/Add.12), the Secretary-General indicates that while the major foreseeable developments remain the same as stipulated by the Secretary-General in the proposed budget for 2014 (A/68/327/Add.3), the security situation in Libya continued to deteriorate in early 2014, and the national armed forces remain, as yet, unable to provide adequate protection to United Nations staff and premises. He adds that threats emanating from armed clashes between rival armed groups, activities of extremists, as well as general criminality as a result of a vacuum in law and order, remain high.

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3. Upon request, the Advisory Committee was provided with information showing a significant increase in the reported number of incidents of terrorism, armed conflict and criminal activities. Furthermore, the Committee was informed that attack methodologies, such as vehicle-concealed improvised explosive devices, kidnappings and assassinations, which had hitherto been limited to the eastern locations of the country, had now spread to the central and southern regions as well. While all foreign and diplomatic personnel were considered equally at risk, the Committee was informed that the threat to UNSMIL staff could be considered greater owing to the significantly higher number of international staff of the Mission compared with diplomatic missions and the relative ease of being targeted given the lack of physical security and deterrent infrastructure in the UNSMIL compound.

4. The Secretary-General indicates that, in October 2013, the Department of Political Affairs, in consultation with the Special Representative of the Secretary-General and Head of UNSMIL, deployed a joint directors' mission to Libya with the aim of taking stock of the ability of UNSMIL to deliver its mandate in the light of the prevailing challenges. He indicates that the joint mission included directors from the Department of Field Support, the Department of Political Affairs, the Department of Safety and Security and the United Nations Development Programme, who confirmed the urgent need to implement measures that enhance the protection of United Nations personnel and installations, especially in the light of the lack of reliable national security forces.

5. Based on the findings of the joint directors' mission and consultations with the senior management of the United Nations Secretariat, the following options were considered in order to improve security for the staff in Libya:

(a) A United Nations guard unit consisting of up to 235 military personnel mandated to guard and protect the UNSMIL compound and United Nations personnel and properties therein. The guard unit would also be able to assist in the relocation of United Nations personnel under imminent threat of physical violence to safer locations. In paragraph 10 of his report, however, the Secretary-General indicates that the deployment of the guard unit proved to be unfeasible in the prevailing political and security circumstances in Libya;

(b) An armed private security company contracted to perform the functions of the guard unit. In paragraph 11 of his report, the Secretary-General indicates that the General Assembly, in its resolution 67/254, had recommended that the United Nations proceed with the recruitment of an armed private security company only as a last resort and when other alternatives are inadequate. Therefore, this option was not pursued;

(c) The strengthening and restructuring of the Security Section of UNSMIL to increase its ability to provide security for the Mission and its staff. This option forms the basis of the current proposal of the Secretary-General. It is indicated that the strengthened Security Section will provide static security for the UNSMIL headquarters compound, and will maintain a capacity to deploy quick reaction forces to extract United Nations personnel under imminent threat from surrounding locations.

II. Strengthening of the Security Section

6. The Secretary-General indicates that the proposed strengthening of the Security Section comprises an additional 80 positions and logistical resources as follows:

(a) One Chief Security Officer (P-4) and four Security Officers (P-3) from July to December;

(b) Augmentation of the existing units within the Security Section to allow for enhanced security response for the Sabha and Benghazi duty stations, by 20 Security Officer positions (Field Service) from February to December;

(c) Establishment of a compound security unit of 45 Security Officers (Field Service) from July to December, including four handlers for a K-9 section composed of two explosives sniffing dogs and two guard dog detachments;

(d) Establishment of a quick response team of 10 highly qualified Security Officers (Field Service) from July to December;

(e) Various items of equipment, including armoury containers, canine equipment, weapons and ammunition, closed circuit television monitoring systems and surveillance detection equipment.

7. Upon enquiry, the Advisory Committee was informed that 20 Field Service security positions had been authorized temporarily for UNSMIL on an exceptional basis by the Controller in February 2014. The Committee was further informed that 16 of those positions were currently encumbered and were deployed to Tripoli to perform compound security duties, which included: (a) patrolling of the UNSMIL compound 24 hours a day, seven days a week; (b) controlling access into and out of the compound, detection of threats, including improvised explosive or vehicle borne explosive devices; and (c) helping to repel attacks on the UNSMIL compound, if required. It was also explained that the 20 positions would form part of the 80 additional security positions requested in the current proposal of the Secretary-General.

8. Upon further enquiry, the Advisory Committee was provided with information on the phased deployment plan for each category of staff proposed by the Secretary-General (see table 1 below). On the basis of the current incumbency rate and the estimated vacancies given the Mission recruitment plan, the Committee was informed that the proposal reflected the following vacancy rates: 10 per cent for international staff; 15 per cent for national staff (Local level) and 5 per cent for United Nations Volunteers.

Table 1
Phased deployment plan for 2014

	Month											
	Jan	*Feb*	*Mar*	*Apr*	*May*	*June*	*July*	*Aug*	*Sept*	*Oct*	*Nov*	*Dec*
International staff												
P-4	–	–	–	–	–	–	1	1	1	1	1	1
P-3	–	–	–	–	–	–	3	4	4	4	4	4
Field Service	–	15	15	17	19	20	55	65	70	74	74	79

	Month											
	Jan	*Feb*	*Mar*	*Apr*	*May*	*June*	*July*	*Aug*	*Sept*	*Oct*	*Nov*	*Dec*
National staff (Local level)	–	–	–	–	–	–	2	4	6	7	8	9
United Nations Volunteers	–	–	–	–	–	–	1	1	2	2	2	2
Total	**–**	**15**	**15**	**17**	**19**	**20**	**62**	**75**	**83**	**88**	**89**	**95**

9. The Advisory Committee notes, from the information provided, that some of the increased workload related to the proposed expansion may be of a non-recurrent nature and not require the establishment of new positions. Upon enquiry, the Committee was informed that this had been reflected in the use of the temporary duty assignment mechanism to request resources for the non-recurrent activities. In that regard, the Committee was informed that a budgetary provision had been made for three temporary duty assignment personnel, two for the Engineering Section and one for the Procurement Section, who were expected to perform various temporary duties in those sections. **The Committee reiterates the view that temporary duty assignments should be used to address specific circumstances in missions that require a rapid, time-bound, temporary capacity and its recommendation that the receiving missions should cover all expenses relating to temporary duty assignments, with sending missions being fully reimbursed for the related salary costs** (A/68/782, para. 72).

10. Upon enquiry as to the existing capacity in the Security Section, the Advisory Committee was informed that 54 positions (3 P-3, 27 Field Service and 24 national staff (Local level)) had been approved for the current period. The Committee was also informed that the distribution of the functions was as follows:

(a) Protective security measures (including compound security and close protection of the Special Representative of the Secretary-General) — 12 Field Service and 14 Local level;

(b) Security threat information (including Security Officers and Analysts) — 4 Field Service and 1 Local level;

(c) Support/administration element (including training, access control/identification systems, investigations and administrative support staff) — 6 Field Service and 2 Local level;

(d) Support to Tripoli, Sabha and Benghazi outstations — 3 P-3, 3 Field Service and 2 Local level.

11. The Advisory Committee was informed that the provision of armed outer-ring physical security and rapid reaction forces on a full-time basis had placed a strain on the existing staffing and logistics. It was explained that this request for additional security personnel was predominantly related to such functions, which would ordinarily be the responsibility of the host country.

12. The Advisory Committee was informed that seven positions in the Security Section, including two Field Service and five Local level positions, were vacant as at 28 April 2014. **The Committee expects that the vacant positions will be filled expeditiously.**

III. Resource requirements

Table 2
Financial resources
(Thousands of United States dollars)

	Initial appropriation 2014	*Additional requirements*	*Non-recurrent requirements*	*Total requirements 2014*
Category of expenditure	*(1)*	*(2)*	*(3)*	*(4) = (1) + (2)*
Civilian personnel costs	28 528.9	8 673.2	–	37 202.1
Operational costs	18 152.6	14 120.0	10 014.3	32 272.6
Total requirements	**46 681.5**	**22 793.2**	**10 014.3**	**69 474.7**

13. As indicated in table 2 above, the estimated additional requirements for 2014 amount to $22,793,200 net ($23,204,400 gross). Those resources would provide for 84 international staff positions (1 P-4, 4 P-3, 79 Field Service) ($8,004,900), 9 national staff positions (Local level) ($596,800), 2 United Nations Volunteer positions ($71,500) and $14,120,000 to cover operational costs. A summary of the resources approved for 2014, listed by category of expenditure, as well as the additional requirements being proposed by the Secretary-General, is presented in the annex to the present report.

Civilian personnel costs

Staffing

14. A summary of the proposed staffing positions is provided in table 2 of the report of the Secretary-General. In addition to the 80 positions proposed for the Security Section, the Secretary-General proposes a support complement of 15 positions as follows: 2 positions for the Personnel Section (1 Field Service, 1 United Nations Volunteer); 2 positions for the Finance Section (1 Field Service, 1 United Nations Volunteer); 1 position for the Central Warehouse and Distribution Section (Field Service); and 10 positions for the Transport and Movement Control Section (1 Field Service, 9 Local level). The Secretary-General indicates, in paragraph 15, that the 9 Local level positions proposed for the Transport and Movement Control Section will serve as Drivers and Mechanics.

15. **The Advisory Committee has no objection to the additional staffing positions proposed for the Security Section and trusts that they will be adequate to provide the required level of protection to the staff and installations of UNSMIL. As for the additional positions requested for the Mission Support Division, the Committee believes that some of the functions can be performed using the existing staffing capacity. Therefore, the Committee recommends against the establishment of 1 United Nations Volunteer position in the Finance Section and 1 Local level position in the Transport and Movement Control Section. The Committee also recommends a corresponding adjustment to the operational requirements for those two positions.**

Danger pay

16. The additional requirements proposed for international staff amount to $8,004,900, which includes $2,826,000 for danger pay allowance. According to the information provided to the Advisory Committee, the provision includes danger pay allowance not only for the additional staff proposed, but also for the existing international staff based in Tripoli. It is explained that the approved budget for 2014 did not include provisions for danger pay for both national and international staff located in Tripoli because the payment of this allowance was authorized for Tripoli after the budget had been finalized. Upon enquiry, the Committee was informed that the proposed requirements also included danger pay allowance for six international contractual personnel from the United Nations Office for Project Services (UNOPS) who are assigned to the mine action services of the Mission.

Operational costs

17. The additional resources requested for operational requirements amount to $14,120,000, comprising: official travel ($130,400), facilities and infrastructure ($7,260,900), ground transportation ($2,692,200), communications ($1,809,300), information technology ($830,000), medical ($151,900) and other supplies, services and equipment ($1,245,300).

Communication

18. The additional resources requested under communication amount to $1,809,300, which includes non-recurrent requirements of $1,744,400, proposed for the acquisition of communications equipment. According to the information provided to the Advisory Committee, the equipment mainly relates to the upgrade and replacement of the conventional VHF radio communications network of UNSMIL with a Tetra Trunking Network, which also includes a global positioning system tracking feature, to ensure communication safety in accordance with a recommendation of the Department of Field Support (see table 3 below). Upon enquiry, the Advisory Committee was informed that, with the new system, the Mission would not only expand the coverage of its network, but would also have the ability to locate and monitor the whereabouts of its vehicles.

Table 3
Breakdown of communications equipment

Description	*Number*	*Cost (Thousands of United States dollars)*
VHF/UHF equipment		
Mobile radio, trunking UHF	93	64.2
Handheld radio, trunking UHF	375	301.9
Base station, trunking UHF	5	5.8
Switch, trunking (5 sites)	1	805.0
Base site	3	310.5
Miscellaneous equipment		
Tetra service package	1	134.6
Tetra console with global positioning system tracking	1	69.0
Total	**479**	**1 691.0**

Information technology

19. An additional provision of $830,000 is requested under information technology, which includes non-recurrent requirements of $709,700 for the acquisition of equipment related to the additional staff. Upon enquiry, the Advisory Committee was informed that the acquisitions would not only cover the necessary information technology resources for the additional staff, but would also extend the information technology infrastructure and provide improved secure connectivity. Upon request, the Committee was provided with a detailed list of the equipment (see table 4 below). The Committee notes that the 113 laptop computers, as indicated in the list of equipment, exceed the number of additional staff proposed. **The Committee reiterates that efforts should made to ensure that the holdings of information technology equipment in missions are brought in line with the standards prescribed in the Standard Cost and Ratio Manual. However, where mission-specific operational circumstances may require variances in holdings as compared with the standard ratios, the Secretary-General should be requested to provide adequate justification** (A/66/718, para. 91). **The Committee reiterates that the ratios for computer holdings should also take into consideration the quantities of devices set aside for general purposes and that the guidance in the Standard Cost and Ratio Manual should be updated accordingly** (A/68/782, para. 151). **In that regard, the Committee recommends a reduction in the number of laptop computers to 93 in order to more closely correspond with the number of additional staff** (see also para. 15 above).

Table 4
Information technology equipment proposed

Item	*Number of units*	*Cost (Thousands of United States dollars)*
Laptop computers	113	107.2
Monitors	40	8.0
Network switches	26	89.7
Scanner image/digital sender	6	17.2
Server rack	4	41.4
Uninterruptible power supply 10 kVA	4	10.6
Wireless kit	8	340.4
Wireless controller	1	34.5
Wireless access points	30	27.6
Network printers	12	33.1
Total	**244**	**709.7**

Mine clearing services

20. The additional resources requested under other supplies, services and equipment amount to $1,245,300, which includes requirements of $105,600 proposed for mine clearing services. Upon enquiry, the Advisory Committee was informed that the range of activities covered under this provision was broader than the traditional mine detection and mine removal, commonly referred to as demining.

The Committee was further informed that the activities in Libya, as mandated by the Security Council in paragraph 7 (d) of its resolution 2095 (2013), supported Libyan efforts to counter the illicit proliferation of all arms and related material, which included, for instance, survey and destruction of unexploded ordnance, facilitation of international assistance through coordination meetings and quality assurance activities, technical and operational support to the development of Libyan institutions, destruction of ammunition stockpiles and ensuring the physical security and safety of ammunition and small arms.

21. **Subject to its recommendation in paragraphs 15 and 19 above, the Advisory Committee has no objection to the additional resources requested by the Secretary-General under operational costs.**

IV. Recommendation

22. The action to be taken by the General Assembly in connection with the additional resources proposed for UNSMIL for 2014 is indicated in paragraph 19 of the report of the Secretary-General. **Taking into account its comments in paragraphs 15 and 19 above, the Advisory Committee recommends that the General Assembly:**

(a) **Approve additional resources in the total amount of $22,732,700;**

(b) **Approve a charge totalling $22,732,700 against the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2014-2015.**

Annex

United Nations Support Mission in Libya

Financial resources for 2014

(Thousands of United States dollars)

Category of expenditure	Initial appropriation 2014 (1)	Additional requirements (2)	Non-recurrent requirements (3)	Total requirements (4) = (1) + (2)
I. Civilian personnel costs				
1. International staff	25 899.2	8 004.9	–	33 904.1
2. National staff	2 432.6	596.8	–	3 029.4
3. United Nations Volunteers	197.1	71.5	–	268.6
Total category I	**28 528.9**	**8 673.2**	**–**	**37 202.1**
II. Operational costs				
1. Government-provided personnel	742.0	–	–	742.0
2. Consultants	1 210.8	–	–	1 210.8
3. Official travel	1 124.6	130.4	–	1 255.0
4. Facilities and infrastructure	9 514.8	7 260.9	4 609.7	16 775.7
5. Ground transportation	369.6	2 692.2	2 617.4	3 061.8
6. Communications	2 230.9	1 809.3	1 744.4	4 040.2
7. Information technology	570.7	830.0	709.7	1 400.7
8. Medical	222.7	151.9	41.1	374.6
9. Other supplies, services and equipment	2 166.5	1 245.3	292.0	3 411.8
Total category II	**18 152.6**	**14 120.0**	**10 014.3**	**32 272.6**
Total requirements	**46 681.5**	**22 793.2**	**10 014.3**	**69 474.7**